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From:	Presidency
To:	Delegations
No. prev. doc.:	13253/25
Subject:	Overview of the current legislative proposals under the Danish Presidency

Delegations will find attached the state of play of ongoing legislative files in the area of Justice and Home Affairs in preparation for the meeting of the Justice and Home Affairs Council on 8 and 9 December 2025.

INFORMATION FROM THE PRESIDENCY ON
CURRENT LEGISLATIVE PROPOSALS

HOME AFFAIRS**Legislative proposals in the area of internal security****Regulation to prevent and combat child sexual abuse**

On 11 May 2022, the Commission adopted a legislative proposal laying down rules to prevent and combat child sexual abuse (CSA) to establish certain obligations on providers of information society services and to set up a new decentralised EU agency, the EU Centre to prevent and combat child sexual abuse, together with a network of national Coordinating Authorities and other competent authorities. The proposal was examined at the Law Enforcement Working Party – Police. A partial mandate for negotiations with the European Parliament was agreed by the Permanent Representatives Committee on 26 November 2025. The partial mandate does not include the provisions on the seat of the future EU Centre, which are subject to a parallel interinstitutional procedure.

In the European Parliament, the Committee on Civil Liberties, Justice and Home Affairs (LIBE) has the lead responsibility for the negotiations on the proposal. The LIBE Committee adopted the report prepared by the rapporteur, MEP Javier Zarzalejos (EPP, ES) on 14 November 2023, and the decision to enter interinstitutional negotiations was confirmed on 22 November 2023.

The Presidency aims at launching the interinstitutional negotiations in December 2025.

Proposal for a Regulation of the European Parliament and of the Council establishing the Union support for asylum, migration and integration for the period from 2028 to 2034

On 16 July 2025, the Commission presented its proposal for a Regulation of the European Parliament and of the Council establishing the Union support for asylum, migration and integration for the period from 2028 to 2034. The proposal was presented at the Ad hoc Working Party on JHA Financial Instruments on 2 September 2025 and the article-by-article examination started on 3 October 2025. The Danish Presidency will present the first compromise text concerning the non-bracketed provisions that are not directly linked to the NRP proposal on 15-16 December 2025. In the European Parliament, the committee responsible for the file is LIBE (Civil Liberties, Justice and Home Affairs). The European Parliament has not yet appointed a rapporteur.

Proposal for a Regulation of the European Parliament and of the Council establishing the Union support for the Schengen area, for European integrated border management and for the common policy on visas for the period from 2028 to 2034

On 16 July 2025, the Commission presented its proposal for a Regulation establishing the Union support for the Schengen area, for European integrated border management and for the common policy on visas for the period from 2028 to 2034. The proposal was presented at the Ad hoc Working Party on JHA Financial Instruments on 2 September 2025 and the article-by-article examination started on 3 October 2025. The Danish Presidency will present the first compromise text concerning the non-bracketed provisions that are not directly linked to the NRP proposal on 15-16 December 2025. In the European Parliament, the committee responsible for the file is LIBE (Civil Liberties, Justice and Home Affairs). The European Parliament has not yet appointed a rapporteur.

Proposal for a Regulation of the European Parliament and of the Council establishing the Union support for internal security for the period from 2028 to 2034

On 16 July 2025, the Commission presented its proposal for a Regulation of the European Parliament and of the Council establishing the Union support for internal security for the period from 2028 to 2034. The proposal was presented at the Ad hoc Working Party on JHA Financial Instruments on 2 September 2025 and the article-by-article examination started on 3 October 2025. The Danish Presidency will present the first compromise text concerning the non-bracketed provisions that are not directly linked to the NRP proposal on 15-16 December 2025. In the European Parliament, the committee responsible for the file is LIBE (Civil Liberties, Justice and Home Affairs). The European Parliament has not yet appointed a rapporteur.

Legislative proposals in the area of asylum, migration, borders and visa

Long-Term Residents Directive

On 27 April 2022, the Commission presented a recast of the Directive concerning the status of third-country nationals who are long-term residents (known as the LTR Directive). The current Long-Term Residents Directive dates back to 2003 (Council Directive 2003/109/EC of 25 November 2003).

After several discussions in the Council's Working Party on Integration, Migration and Expulsion – Admission (IMEX Admission) and by the JHA Counsellors (IMEX – Admission), Coreper adopted a negotiating mandate on 23 November 2023. Two political trilogues took place (30 November 2023 and 16 January 2024). In early March 2024, the interinstitutional negotiations were halted.

In the European Parliament, the LIBE Committee voted for the report by rapporteur Mr Damian Boeselager (Greens/EFA, DE) on 28 March 2023, a result confirmed by the Plenary on 20 April 2023. In the new Parliament, Ms Anna Strolenberg (Greens/EFA, NL) has been appointed as the new Rapporteur for this file. At the meeting on 18 March 2025 the JHA Counsellors did not support the resumption of interinstitutional negotiations with the European Parliament given the significantly different positions between the co-legislators and the lack of flexibility from the European Parliament.

Regulation establishing an EU Talent Pool

The proposal for a Regulation establishing an EU Talent Pool was presented by the Commission on 15 November 2023 as part of the Skills and Talent Mobility package. Under the Spanish and Belgian Presidencies, the Working Party on Integration, Migration and Expulsion (Admission) discussed the proposal from December 2023 until May 2024. JHA Counsellors (IMEX Admission) discussed the proposal on 30 May 2024 and expressed broad support to the Presidency compromise text. On 13 June 2024, the Council reached a General Approach.

In the European Parliament, Ms Abir Al-Sahlani (Renew, SE) was re-appointed as rapporteur in 2024 and the LIBE Committee is the lead committee. The European Parliament adopted its mandate on 3 April 2025, and the interinstitutional negotiations began on 7 April 2025. Several technical meetings were held between April and July under the Polish and Danish Presidency. The second political trilogue was held on 15 July. After further technical meetings in September, the third political trilogue was held on 24 September where all the remaining political issues were discussed. Following technical meetings in October and November, the fourth final political trilogue took place on 18 November 2025 where a provisional agreement was reached. On 28 November 2025 Coreper confirmed the final compromise text with a view to agreement. The LIBE Committee is expected to vote on the compromise text on 3 December 2025.

Regulation establishing an application for the electronic submission of travel data (“EU Digital Travel application”) and amending Regulations (EU) 2016/399 and (EU) 2018/1726 of the European Parliament and of the Council and Council Regulation (EC) No 2252/2004, as regards the use of digital travel credentials

On 8 October 2024, the Commission submitted its proposal for a Regulation establishing an application for the electronic submission of travel data (“EU Digital Travel application”) and amending Regulations (EU) 2016/399 and (EU) 2018/1726 of the European Parliament and of the Council and Council Regulation (EC) No 2252/2004, as regards the use of digital travel credentials.

The objective is establishing a uniform standard for digital travel credentials and a common EU application (EU Digital Travel application) for using them.

The proposal was presented at the meeting of the Frontiers Working Party on 22 November 2024 and to the LIBE Committee in the European Parliament on February 20th. Mr Juan Fernando Lopez Aguilar (S&D, ES) was appointed rapporteur.

Between February and October 2025, the proposed regulation and various compromise proposals were discussed by the Frontiers Working Party.

After further discussing compromise proposals with JHA Counsellors in September, October and November, a negotiating mandate was presented to Coreper on 19 November, and subsequently approved.

At the moment of writing, it is unclear whether the first trilogue will still take place under the Danish Presidency at the end of December.

Council Regulation on the issuance of and technical standards for digital travel credentials based on identity cards

The proposal for a Regulation on the issuance of and technical standards for digital travel credentials) based on identity cards was submitted by the Commission on 8 October 2024. The proposal is closely linked to the aforementioned *Regulation establishing an application for the electronic submission of travel data as regards the use of digital travel credentials* but must be treated separately as different legal bases apply.

The Commission presented the proposal to the meeting of the Frontiers Working Party on 22 November 2024. On 21 October 2024, the Council decided to consult the EP on the proposal and asked the EP to submit its opinion as soon as possible.

The proposal was presented to the LIBE Committee in the European Parliament on 20 February 2025. Ms Marieke Ehlers (P/E, NL) was appointed rapporteur.

Given the close link with the *Regulation establishing an application for the electronic submission of travel data as regards the use of digital travel credentials*, it was agreed to await the outcome of the negotiations on the aforementioned regulation before moving on with this file.

Regulation on measures against transport operators that facilitate or engage in trafficking in persons or smuggling of migrants in relation to illegal entry into the territory of the European Union

On 23 November 2021, the Commission presented a proposal for a Regulation on measures against transport operators that facilitate or engage in trafficking in persons or smuggling of migrants in relation to illegal entry into the territory of the European Union. The proposal is based on Article 91 and Article 100(2) of the Treaty on the Functioning of the European Union.

The proposal was initially examined by the Working Party of Foreign Relations Counsellors as lead preparatory body. On 9 January 2025, the Polish Presidency announced in Coreper that the file would be reattributed to the Justice and Home Affairs Counsellors, reinforced by other experts where appropriate. Six JHA Counsellors meetings took place from January to June 2025 to examine the proposal and discuss three versions of a Presidency compromise text. On 12 May 2025, Coreper held an exchange of views on the state of play and provided guidance for further work on the proposal. On 27 June 2025, a progress report was presented to Coreper by the Polish Presidency.

The European Parliament has not adopted a negotiating mandate during the last Parliament term. Under the new Parliament, the proposal has been referred to the Joint Committee procedure on 13 November 2024, with the LIBE and TRAN committees to present a single report. Each committee appointed a rapporteur: Mr Tomas Tobé (EPP, SE) for LIBE and Mr Sérgio Gonçalves (S&D, PT) for TRAN.

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Regulation on the cross-border recognition of parenthood

On 7 December 2022, the Commission submitted a proposal for a Regulation on jurisdiction, applicable law, recognition of decisions and acceptance of authentic instruments in matters of parenthood and on the creation of a European Certificate of Parenthood.

The objective of the proposal is to facilitate the cross-border recognition of parenthood within the EU.

The proposal is being dealt with by the Working Party on Civil Law Matters. The Council held an exchange of view on some aspects of the proposal during its meeting of 14 June 2024. Discussions are continuing in the Working Party.

Directive harmonising certain aspects of insolvency law

On 7 December 2022, the Commission submitted a proposal for a Directive harmonising certain aspects of insolvency law. The objective of the proposal is to harmonise targeted aspects of Member States' insolvency laws to improve the recovery of assets from the liquidated insolvency estate, ensure their fair and predictable distribution and improve the overall efficiency of insolvency proceedings. This should facilitate cross-border investments within the EU. The proposal is being dealt with in the Working Party on Civil Law Matters.

The conclusions of the European Council of 17-18 April 2024 called for an advancement of the work without delay on measures important for the further integration of the Capital Markets Union, including the harmonisation of insolvency regimes. Furthermore, according to conclusions of 20 March 2025, the European Council expects the co-legislators to quickly agree on all pending proposals from the 2020 Action Plan on the Capital Markets Union, including on insolvency. The Council reached a general approach on the proposal during its meeting of 12 and 13 June 2025.

In the European Parliament, the lead Committee is JURI. The rapporteur is Emil Radev (EPP). The JURI Committee adopted the draft report on 24 June 2025. The Committee decision to enter into interinstitutional negotiations was confirmed by the plenary on 9 July 2025.

A first trilogue was held on 9 July 2025. On 19 November 2025, the co-legislators reached a provisional agreement at a trilogue. The compromise text will be submitted to Coreper for confirmation on 5 December 2025.

Directive on combating corruption

The Commission submitted its proposal for a Directive on combating corruption on 3 May 2023. The objective of the proposal is to update and harmonise EU rules on the definitions of and penalties for corruption offences, in both the public and private sectors, and includes preventive measures. The proposal is dealt with in the Working Party on Judicial Cooperation in Criminal Matters (COPEN).

The Council reached a general approach on this proposal during its meeting of 14 June 2024.

In the European Parliament, the lead Committee is LIBE. The rapporteur is Raquel Garcia Hermida-Van der Walle (Renew). The LIBE Committee adopted the draft report on 31 January 2024. The Committee decision to enter into interinstitutional negotiations was confirmed by the plenary on 27 February 2024.

Trilogues took place on 28 January, 26 March, 6 May and 17 June 2025. On 2 December 2025, the co-legislators reached a provisional agreement. The compromise text will soon be submitted to Coreper.

Regulation on protection of adults

On 31 May 2023, the Commission submitted a proposal for a Regulation on jurisdiction, applicable law, recognition and enforcement of measures and cooperation in matters relating to the protection of adults.

The proposal establishes provisions concerning adults who, by reason of an impairment or insufficiency of their personal faculties, are not in a position to protect their own interests. The main objective of the proposal is to enhance the protection of their rights - including access to justice, individual autonomy, the right to property and to free movement as well as to improve the effectiveness of judicial and administrative proceedings, thereby strengthening legal certainty and predictability. The proposal was submitted together with a draft Council decision authorising Member States to become or remain parties, in the interest of the European Union, to the Convention of 13 January 2000 on the International Protection of Adults.

The proposal is dealt with in the Working Party on Civil Law Matters. The Council reached a partial general approach on Chapters I to V (scope, jurisdiction, applicable law, recognition and enforcement, authentic instruments) at its meeting of 12 and 13 June 2025. Discussions on the remaining Chapters of the proposal, as well as on all recitals, advanced greatly in the Working Party, so that the next Presidency can focus on Annexes in order to reach a general approach at the March Council.

In the European Parliament, the lead Committee is JURI. The rapporteur is Jana Toom (RENEW). The JURI Committee adopted the draft report on 24 June 2025. The Committee decision to enter into interinstitutional negotiations was confirmed by the plenary on 9 July 2025.

Regulation on enforcement procedures of the General Data Protection Regulation

On 4 July 2023, the Commission submitted a proposal for a Regulation laying down additional procedural rules relating to the enforcement of Regulation (EU) 2016/679. The objective of the proposal is to clarify and complement existing procedural rules under the GDPR applicable to cooperation between data protection authorities, in order to streamline and speed up enforcement proceedings in cross-border cases. In particular, the proposal provides for the targeted harmonisation of rules in relation to the submission and handling of complaints, the role of the complainant in the procedure, the procedural steps and tools for Data Protection Authorities to reach consensus at an early stage, and the facilitation of dispute resolution proceedings in the European Data Protection Board (EDPB).

The proposal is being dealt with in the Working Party on Data Protection.

The Council reached a general approach on this proposal on 14 June 2024.

In the European Parliament, the lead Committee is LIBE. Sergey Lagodinsky (Greens/EFA) was appointed as rapporteur for the 9th parliamentary term. The LIBE Committee adopted the draft report on 20 February 2024. The European Parliament adopted its position at first reading on 10 April 2024. Markéta Gregorová (Greens/EFA) was appointed as a rapporteur on 20 September 2024.

A provisional agreement was reached at the fourth trilogue of 16 June 2025. Coreper confirmed agreement on the final compromise text on 27 June 2025. Revision of the text by lawyer-linguists has been finalised and the Council adopted the Regulation on 17 November 2025. The Regulation will soon be published in the Official Journal.

Directive amending Directive 2012/29/EU on the rights of victims

On 12 July 2023, the Commission submitted its proposal to amend Directive 2012/29/EU establishing minimum standards on the rights, support and protection of victims of crime. The objective of the proposal is to address specific shortcomings identified in the existing framework, which require targeted improvements in relation to the exercise of victim's rights, especially as regards: the right to information; protection and specialist support, victims' participation in criminal proceedings and victims' access to compensation.

The proposal is dealt within the Working Party on Judicial Cooperation in Criminal Matters (COPEN).

The Council held an exchange of views on the proposal during its meeting of 4 December 2023 and reached a general approach on 14 June 2024.

In the European Parliament, the lead Committees are LIBE and FEMM. The Committees adopted a draft report on the file on 14 March 2024. The decision to enter interinstitutional negotiations with the Council was confirmed in plenary, on 11 April 2024. The rapporteurs are Javier Zarzalejos (EPP) and Lucia Yar (Renew).

Trilogues took place on 2 December 2024, 5 February 2025, 9 April and 25 June 2025. A fifth and possibly final trilogue is planned on 10 December.

Directive on minimum rules to prevent migrant smuggling

On 28 November 2023, the Commission submitted a proposal for a Directive laying down minimum rules to prevent and counter the facilitation of unauthorised entry, transit and stay in the Union, and replacing Council Directive 2002/90/EC and Council Framework Decision 2002/946 JHA. The objective of the proposal is to clearly define and effectively sanction the offence of migrant smuggling, in line with the UN Protocol against the Smuggling of Migrants by Land, Sea and Air.

The proposal is being dealt with in the Working Party on Judicial Cooperation in Criminal Matters (COPEN).

The Council held an exchange of views on some aspects of the proposal during its meeting of 5 March 2024 and reached a general approach on 13 December 2024.

In the European Parliament, the lead Committee is LIBE. The rapporteur is Birgit Sippel (S&D).

Directive on child sexual abuse and exploitation

On 6 February 2024, the Commission submitted a proposal for a Directive on combating the sexual abuse and sexual exploitation of children and child sexual abuse material and replacing Council Framework Decision 2004/68/JHA (recast). The revised rules aim to update the legal framework in the light of the technological developments and to ensure more effective investigation and prosecution and strengthen both prevention of child sexual abuse and sexual exploitation and assistance to victims.

The proposal is dealt with in the Working Party on Judicial Cooperation in Criminal Matters (COPEN).

The Council held an exchange of views on some aspects of the proposal during its meeting of 14 June 2024 and reached a general approach on 13 December 2024.

In the European Parliament, the lead Committee is LIBE. The rapporteur is Jeroen Lenaers (EPP). The LIBE Committee adopted the draft report on 13 May. The Committee decision to enter into interinstitutional negotiations was confirmed by the plenary on 17 June.

The first trilogues were held on 23 June and 6 November 2025. Significant progress has been made during negotiations with the Parliament and discussions in the Working Party. The work will continue under the next Presidency to reach a political agreement.

Regulation establishing the Justice programme for the period 2028-2034 and repealing Regulation (EU) 2021/693

On 3 September 2025, the Commission submitted a proposal for a Regulation establishing the Justice programme for the period 2028-2034 and repealing Regulation (EU) 2021/693. The proposal is dealt with in the Ad Hoc Working Party on JHA Financial Instruments. It was first presented at the Working Party on 3 October 2025. The article-by-article examination started on 29 October 2025. The Danish Presidency will present the first compromise text on 15-16 December 2025. In the European Parliament, the committees jointly responsible for the file are LIBE (Civil Liberties, Justice and Home Affairs) and JURI (Legal Affairs).